

DRAFT

A PROPOSED APPROACH FOR  
REDEVELOPMENT OF THE  
GULF SHORES/PLEASURE ISLAND AREA  
FOLLOWING HURRICANE FREDERIC

COASTAL ZONE  
INFORMATION CENTER

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## INTRODUCTION

On September 12, 1979 Hurricane Frederic struck the coastal area of Alabama. Its force was awesome and its devastation was extensive with the Gulf Shores/Pleasure Island area of south Baldwin County suffering the most physical damage. As a result, Alabama Governor Fob James requested that the area be declared a national disaster area and on September 13, President Carter responded by so designating. This set in motion a series of disaster assistance actions by the Federal Government through the Federal Emergency Management Agency (FEMA). Also, the Civil Defense Department, the Governor's Office and the affected State agencies were mobilized to undertake widespread emergency actions and identify appropriate long-term area redevelopment needs.

Early in the disaster recovery process it was recognized that while the hurricane had severely disrupted the Gulf Shores/ Pleasure Island community, it had created an unusual opportunity to achieve major redevelopment of this key coastal resort area.

## APPROACH

Among its many disaster-related actions the Governor's Office assembled a team of State planners to assess the opportunity for redevelopment in the Gulf Shores/Pleasure Island area and to outline general recommendations for its achievement. The team worked in the area during November 1979 in response to a two-fold charge: (1) conduct reconnaissance of the "island" to determine area redevelopment potential, including indepth discussions with local officials and citizens regarding their views on area problems and needs, and (2) identify opportunities for utilizing state programs and available federal/other financial assistance programs -- both disaster-related and conventional sources -- which can enable the area to overcome the hurricane disaster as well as advance area development objectives. Further the team was charged to look at the intermediate and long-term community development process rather than concentrate on emergency disaster clean-up and recovery activities.

## ASSUMPTION

Based on its charge, the team has assumed that through the FEMA and related efforts, immediate disaster recovery will be achieved, including necessary emergency repairs and rebuilding of public service systems and that debris removal and demolition of destroyed structures will be accomplished within the near future. The team, therefore, has not become involved in the detailed administrative aspects of these operations except as these may have a direct bearing on longer-term community development.

## CHAPTER I

### EXISTING AND PROPOSED DEVELOPMENTAL CONDITIONS

In this chapter a brief description of existing and proposed developmental conditions is provided as base information for redevelopment planning and decision making. The discussion of existing conditions assumes the major public systems will be restored to at least pre-storm conditions. The discussion of proposed developmental conditions is based on preliminary sketch-plan level of detail and is subject to considerable refinement as regards specific developmental proposals. It is intended to be conceptual and to stimulate thought about possible post-storm development options.

#### EXISTING DEVELOPMENTAL CONDITIONS

The Gulf Shores/Pleasure Island area is that portion of south Baldwin County which lies south of the Intracoastal Waterway and extends from Fort Morgan on the west to the Alabama-Florida line on the east. The town of Gulf Shores is located in the center of "the island" and extends both down West Beach, i.e., the area south of Little Lagoon and west of S.R. 57, and north of the Intracoastal Waterway. The Orange Beach and Ono Island area makes up the eastern part of Pleasure Island while the Fort Morgan Road area extends from Gulf Shores west to the Fort Morgan Historical Park at the tip of "the island."

Hurricane Frederic left Gulf Shores/Pleasure Island with extensive damage to its public systems, i.e., Gulf Shores Boulevard (S.R. 182), the sewer system, the water system and Gulf State Park. These systems are being repaired or rebuilt. In some areas these systems will be replaced with better or expanded facilities.

Many of the private housing units which existed in Gulf Shores/Pleasure Island before the hurricane are no longer standing. Some are being repaired, but many are beyond repair and will have to be demolished and replaced.

In the West Beach (west of State Highway 59) and Fort Morgan Peninsula areas, homeowners which utilized septic tanks may not be able to replace their damaged septic

systems due to substantial elevation loss and the high water table. The Baldwin County and State Health Departments have indicated that septic tanks cannot be used in these areas any longer without meeting modified requirements. This most likely will require a new method of dealing with the sewage from existing and new beach homes.

New or replacement structures should be reconstructed to better withstand future hurricanes. Some property owners may not want to rebuild to the revised building standards which should be adopted and enforced. Those properties could be accumulated into sites for redevelopment by others for residential or, in some cases, commercial purposes, or they could be developed into public beach access areas or mini parks to help serve tourists and local users.

The Gulf Shores Boulevard (S.R. 182) right-of-way is piled with sand which was removed from the roadway immediately after the hurricane. This condition interferes with drainage and debris removal from adjoining private property. The highway needs to be rebuilt with some areas requiring a raised highway grade. Further the prestorm proposal for widening the highway from Gulf State Park westward should be accomplished as part of the reconstruction. A related but additional east-west road improvement which should be considered is the extension of Windmill Ridge Road to connect S.R. 180 with S.R. 135 through Gulf State Park.

Most commercial sections along the beach were either completely destroyed or heavily damaged during the storm. Some of these are slowly being repaired and rebuilt. Redevelopment of these uses offers the opportunity to better define the beach commercial area, the uses and related activities which should be encouraged to locate there and the public systems, e.g., parking, utilities, etc. which are required to support them.

The development of commercial and resort areas has become increasingly complex in our rapid growing society. Successful resort areas require modern, attractive, convenient areas for lodging and recreational activities. The resort area along Gulf Shores Boulevard can be redeveloped into the type of tourist complexes that meet today's demands. Further planned commercial growth is important to the economy of the area.

Planned Unit Developments (PUD) could be utilized as a means for encouraging and managing private beach-front development which will meet tourist demands and complement the total development of Gulf Shores/Pleasure Island.

In addition as the community is redeveloped, other areas should be designated for shopping centers and related community commercial uses.

In clearing debris from Little Lagoon and in repairing and stabilizing Little Lagoon Pass, public recreation areas should be provided for those using its waters for boating, water skiing and related activities.

In planning for redevelopment of the area, one important fact remains to be considered -- restoring the tax base of the area. Assistance of professionals should be sought to advise the city on this matter.

### **PROPOSED DEVELOPMENTAL CONDITIONS**

Gulf Shores/Pleasure Island can be viewed as three distinct activity areas:

1. Gulf State Park.
2. Base communities -- the area north of Little Lagoon and Gulf State Park.
3. Beach -- the area south of Little Lagoon and Gulf State Park.

#### **Gulf State Park**

Gulf State Park is a state-owned and managed public recreation area and as such is very much a part of the local community; moreover, it directly affects community activity patterns as a major recreation facility and as an attractor of people. State park activities include: convention center/hotel complex, golf course, campground, cabins, day-use recreation (boating, fishing, picnicking, and beach).

#### **Base Community**

The base community is essentially the non-resort area, much like any small town or group of communities. It should be maintained as a balanced area of single-family, low-density multi-family housing and related public and convenience commercial uses. Mobile home parks could be included as uses on review. A general business area should be anticipated focusing on the intersection of Gulf Parkway (S.R. 59) and SR. 180 and extending north along S.R. 59. A mixture of primary residences and second homes is likely to continue developing along Fort Morgan



Parkway west of town, especially if public water and sewer systems are extended to the west and if recreational development is intensified around Little Lagoon. The area north of the Intracoastal Waterway and around Jack Edwards Airport should become the location of increased light industrial uses including fabricating, seafood processing, and air and water transportation oriented uses. Further west and east along S.R. 180, residential uses are likely to continue to be predominate in the Fort Morgan Road community (west) and Orange Beach/Ono Island area (east). The Orange Beach area also will continue to be the location of commercial and charter fishing services which utilizes the Perdido Bay outlet to the Gulf.

#### Beach

The beach area is the key developmental area. It can be viewed as having two distinct parts, a resort commercial/residential area and a private residential area. The resort commercial/residential area extends generally along S.R. 182 from Gulf State Park westward through the intersection of S.R. 59 and S.R. 182 to the intersection of 7th Street/S.R. 182 and from the beach to Little Lagoon. Development in this area should be tourist oriented and is very important with regard to the local tax base. Uses which should be encouraged in this area include hotels, motels, eating and drinking establishments, convenience foods -- both stores and fast-food outlets, specialty shops, amusements, condominiums, and public parking areas. Planned unit developments (PUD) should be encouraged as a means of accommodating the above type uses in an integrated fashion. From 7th Street west and also east of the state park, the beach area should be maintained as private residential areas. Uses should be limited to single-family primary and second homes and low density condominiums. With improvements to Little Lagoon Pass, increased residential development around Little Lagoon can be expected. Beyond the western terminus of S.R. 182, the predominant use should be natural seashore, as a means of limiting future development consistent with the flood hazard. Also, a small natural area, perhaps as an addition to Gulf State Park, should be maintained in the wetlands area along S.R. 59 between the base community and the resort beach area. This would be consistent with natural conditions and will help delineate the two areas.

## CHAPTER II

### PROBLEMS AND OPPORTUNITIES FOR THE FUTURE

#### STATE PLANNING TEAM GENERAL FINDINGS

The State planning team has carried out reconnaissance of the Gulf Shores/Pleasure Island area and has conducted interviews with local officials and citizens. (See Appendix I.) In the process of these activities the team has identified a series of both problems and opportunities facing the area. Most of the problems tend to relate to the short-term and long-term difficulties of overcoming the extensive physical damage suffered by the area during the hurricane. Some of them also stemmed from the need for more extensive, and perhaps more efficient, provision of utility and other services in the area, -- irrespective of Hurricane Frederic.

On the other hand, the opportunities identified reflect observations from almost everyone interviewed that, while the hurricane was a terrible experience, its devastation and the reinvestments--both public and private--that will be made provides an unexpected but major opportunity to renew and rebuild the area into a stronger and more viable community. These problems and opportunities are identified in Appendix II and discussed as recommended short-term and long-term actions in Chapter III.

#### AIA RECONNAISSANCE TEAM

Over the weekend of November 17-19, 1979, a three-member reconnaissance team from the American Institute of Architects (AIA) visited Gulf Shores at the request of the City and a special local steering committee. The team was provided as part of the AIA Regional/Urban Design Assistance Team (RUDAT) program under a special arrangement since RUDAT normally is not applied in natural disaster situations. The team's purpose in visiting Gulf Shores was to determine if the RUDAT program can be utilized to assist the community in reconstruction. While its conclusions may reflect a lack of in-depth knowledge about the local area and about Alabama, they nevertheless have value in the form of outsiders' objectivity and as a source of thought stimulation for local people.

The team's initial findings are contained in Appendix III. Essentially, they suggest a series of general and specific issues which the community should assess as part of the basis for rebuilding. The principal emphasis is on a perceived need for full-time, professional management skills to coordinate local reconstruction during the next few years and the suggestion for an orderly, public participatory community planning and development process.

#### IDENTIFIED GENERAL OPTIONS

Based on the general findings of the State Planning team and supplemented to some extent by the AIA reconnaissance team's observations, four general redevelopment options have been identified for the Gulf Shores/Pleasure Island area. These are as follows:

1. No Growth -- Maintenance of post storm development; minimum rebuilding; maximum maintenance of natural beaches and wetlands.
2. Limited Growth -- Rebuild pre-storm development; repair road and utility systems but do not size (water, sewer, etc.) or expand for additional community growth. Maintain largely low density residential beach environment.
3. Optimum Growth -- Rebuild the community in a manner that provides for balanced residential, commercial and economic development consistent with the natural environment. Adopt and enforce appropriate building, zoning and other regulations; plan and construct required utilities, roads and other infrastructure.
4. Unlimited Growth -- Rebuild the community in a manner that provides unlimited growth potential for resort-type activities (i.e., similar to Panama City Beach Development.)

From its observations in the area and based on the local preferences which have been expressed, the State Planning team finds that Option 3--Optimum Growth--is the most widely sought of the four identified options. The team, therefore, recommends this option as discussed in the following chapter.

## CHAPTER III

### SELECTED ACTIONS NECESSARY FOR OPTIMUM GROWTH

The State Planning team's observations and discussions revealed a number of specific items or decision actions which must be addressed to achieve orderly community redevelopment as well as optimum growth. Much of the team's effort has emphasized the organization of these items into a systematic thought process or basis for deliberate local and state actions.

Essentially the result of the team's effort is the identification of a set of short-term actions and a set of long-term actions for consideration. Short-term is defined to be from one to three years in duration while long-term is considered to begin during the next one to three years but extend beyond that period. Obviously, items in the short-term set are more closely related to the community's recovery from the storm--yet recovery which paves the way to lasting improvements. Long-term items related more to optimum community growth beyond storm-related development.

Within each set, the team has further identified first priority and second priority items. First priority items are of immediate concern, i.e., those necessary to move on quickly or possibly lose the opportunity. Second priority items are those which can and perhaps should take more time to accomplish.

The short-term and long-term actions identified are discussed in summary fashion below. Appendix II contains a fact sheet type reference on each item which indicates responsible and affected agencies, funding possibilities, interrelationships with other action items, and the State Planning team's recommendations.

#### SHORT TERM--First Priority

In the next one to three years a number of actions must be taken to both initiate the redevelopment of Gulf Shores/Pleasure Island as well as lay the ground work for achieving optimum growth.

**Highways --** The key is the redevelopment of Gulf Shores Boulevard (S.R. 182) from the Florida State Line to its western terminus on West Beach. For approximately one and one-half mile either side of its intersection with S.R. 59, Gulf Shores Boulevard should be reconstructed with provisions to adequately provide traffic flow consistent with local development. For its entire length the road should be elevated to be consistent with new elevations established after the storm. Further, additional methods should be sought to provide for greater access to the State Park Beach complex, the beaches east of Gulf Shores and into Florida.

**Water and Sewer --** Water and sewer service, especially sewerage, is the single most critical item facing the redevelopment of Pleasure Island. With the erosion and destruction caused by Hurricane Frederic together with difficult pre-existing conditions, substantial future reliance on onsite sanitary waste disposal is not likely to be possible. The three existing utility organizations (Gulf Shores, Orange Beach and Fort Morgan) all are facing the need for major sewer collections and treatment facility expansions or initial installation. In some cases, i.e., Fort Morgan Road area, there is also a need for water system expansions. In the interest of efficient system development and operation as well as federal funding eligibility, it has been suggested that an island-wide service district be formed to provide these services in lieu of the systems which now exist, plus serve portions of the "island" not now served. Such a district should be formed and charged with providing island-wide water and sewer service. In the interest of efficiency and areawide consistency, it also could be empowered to perform other public services on the "island," such as fire protection, emergency services, garbage collection/disposal, and other appropriate services.

Providing sewer service will be an extensive engineering task, will be expensive, and is likely to require considerable federal funding. It also will need to be accomplished as a time-phased program. Conventional major plumbing, i.e., trunk lines and central treatment plants, are not likely to be possible immediately in all areas of Pleasure Island where they may be needed. Therefore, in some locations, e.g., Ft. Morgan Road area, use of special, new technology on an interim basis should be investigated. One such system which has been mentioned is the low pressure sewer system. It involves individual pump grinders at each house and a low pressure, small diameter line connecting a cluster of served houses with a central drain field or package

treatment plant. This or other temporary systems would permit sewer development to occur prior to the time funding becomes available to provide for conventional systems.

**Electric, Telephone, Gas --** The provision of adequate electric, telephone and gas service for Pleasure Island is necessary for optimum growth. Service plans for these utilities should be coordinated with water, sewer and road development. Underground electric and telephone service should be encouraged.

**Interim Building Code Revision --** In the interest of building structures as resistant as possible to future storms and in maintaining community eligibility for Federal Flood Insurance, a quick evaluation should be made of the city and county building codes. The evaluation should identify interim changes which should be made to assure early storm reconstruction is consistent with obviously needed storm resistant construction methods. This evaluation should involve the participation of representatives of the building industry as well as city and county government. Further, any resulting amendments should not preclude the overall building code revisions recommended under long-term actions.

**Revenue Base Restoration --** The Gulf Shores/Pleasure Island revenue base tax, etc. consists primarily of sales tax, lodging tax, beverage tax, and ad valorem tax, etc. derived from the commercial establishments and residences on "the island." Since many of these were destroyed or severely damaged by Frederic and many of the businesses are now closed, the public revenue flow has almost been stopped. Further with this situation, plus the seasonal nature of the area as a resort location, the prospects for 1980 are dim at best. It is important, therefore, that first priority decisions and actions be taken immediately with respect to roads and utilities, that these are publicized, and that private redevelopment and business activity be encouraged to resume in the interest of community vitality and public revenue flow.

**State Park Reconstruction --** Like the tax base, Gulf State Park is extremely important with respect to community vitality, as well as a local recreation resource, because it attracts tourists and visitors to the area. With a major part of the facility closed (the convention complex) as a result of storm-caused damage, the Park cannot function in its normal role as a tourist attractor. Therefore, local businesses as well as public revenue flow are adversely affected. Early reconstruction and the full reopening of the State Park should be a top state priority.

**Additional Public Beach** -- As Pleasure Island has developed over the years the amount of available public beach area has become limited. In the future as area development densities increase and as visitation to the beach area increases, limited public beach space can be expected to contribute to the reduction of overall area attractiveness. With the widespread destruction that now prevails, there is a real opportunity to place additional acreage in public ownership. Also, any areas so obtained can become key focal points for redevelopment along the beach.

#### **SHORT TERM--Second Priority**

In addition to the above first-priority items, several other short-term actions were identified as needing early attention.

**Community Aesthetics** -- As the community is rebuilt and public/private decisions are made regarding signs, landscaping, provisions for refuse collections, etc., deliberate attention should be given to the collective impact these actions have on the general appearance, beauty, and functioning of the community. Such actions as public and private landscaping, sign ordinances and possibly an architectural review board should be considered as a coordinated program in this regard.

**Industrial Development** -- A part of the optimum growth option should be the diversification and strengthening of the local employment base. This primarily involves increasing the number of permanent, full-time industrial jobs in the Gulf Shores/Pleasure Island area. Given the residential and beach resort nature of the area, development of a heavy industrial complex is not desired nor recommended. However, there are industrial development resources in the area and it should be possible to increase the number of manufacturing jobs, and the related community tax base, without introducing undesirable influences in the area. Principal developmental resources available are water transportation with the Intracoastal Waterway, air transportation with Jack Edwards (Canal) Airfield, and State Highway 59 in close proximity to each other in the northern part of the City of Gulf Shores. In addition, the Gulf Shores Industrial Development Board has recently been formed and has acquired an unimproved, potential industrial site north of the waterway and west of S.R. 59.

In pursuing increased industrial development the local board should seek technical advice and assistance from the Alabama Development Office (ADO) in identifying the types of industry for which Gulf Shores is well suited, e.g., light fabricating, aircraft-oriented, and waterway-oriented uses, as well as in contacting special firms seeking new locations. Further, the board should consider improving its available site with an access road, utilities and possibly a general-purpose building utilizing economic development grants and loans that may be available.

**Airport Improvement** -- As a part of the industrial development effort, as well as general community/tourist convenience, the city and county should work with the Alabama Aeronautics Board in obtaining further needed improvement of the airport.

**Energy Demonstration Community** -- With the major task of community rebuilding facing Gulf Shores/Pleasure Island, and given the southern location of the area, a major opportunity exists for a national demonstration in community energy conservation and efficiency. Such a demonstration might have several components, such as energy conserving building practices (reflected in the local building code), active and passive solar applications (heating and cooling), overall community land use configurations that minimize vehicular transportation and emphasize pedestrian/bicycle movement (especially in the commercial resort area) and other appropriate features. Assistance from the U. S. Department of Energy and/or other appropriate sources should be sought in planning, funding and carrying out such a demonstration.

**Community Image/National Exposure** -- In overcoming the devastation of Hurricane Frederic and regaining its tourist clientele, Gulf Shores should not overlook the need for regional and national promotion of the area as a redeveloped recreation community. Many aspects of the optimum growth option as discussed here, if accomplished, will provide new emphases for the area promotional effort. However, in order to promote these new area features, they must first be achieved.



## **LONG TERM--First Priority**

In addition to the short-term actions discussed above, there are other important actions which must be undertaken in order to achieve optimum growth, but which should be viewed as having greater than a one-to-three year horizon. These activities related more to long-term, quality community development/operation which many have advised are now possible.

**General Community Planning** -- Achieving the optimum growth option, and capitalizing on the opportunity now available to develop a stronger, more viable Gulf Shores/Pleasure Island community will require a more extensive and indepth community planning program. Listed below and briefly define are some of the elements that should be included in this program.

**Revised Land Use Plan** -- re-evaluate basic land use locations and configurations

with regard to local preferences and the optimum growth option with the entire Pleasure Island area viewed as a unit.

**Distinguish Between General Community Area and Beach Resort Area** -- the

two are actually different kinds of use areas and local planning, development and administration should so recognize.

**Better Defined Commercial and Resort Areas** -- community commercial areas

should be specifically delineated, respectively, with roads, utilities and other service facilities located/sized accordingly.

**Off-Street Parking** -- In the commercial and beach resort areas adequate

provisions should be made for off-street parking, both public and private space, for client/employee use.

**Planned Unit Developments (PUD)** -- PUDs should be utilized as a means of

encouraging integrated quality redevelopment, particularly in the resort beach area extending along S.R. 182 for approximately three miles west of the State Park entrance and to some extent in the general community commercial area along S.R. 59.

**Architectural Review Board** -- In the interest of community appearance and attractiveness, an architectural review board should be established to recommend general community design standards and perform related review functions.

**Community Energy Efficiency** -- In rebuilding the community the latest energy conservation technology and design principles should be incorporated into local codes, ordinances, and community development practices. Both construction and transportation practices should stress energy efficiency. Available federal and other assistance, both technical and financial, should be sought in an effort to achieve an energy demonstration community.

**Education and Cultural Facilities** -- The redeveloped community should include at least an elementary school as well as improved library and other community cultural facilities.

**Senior Citizen Housing and Services** -- Recognizing the increasing role of Gulf Shores/Pleasure Island as a retirement community/Winter residence for senior citizens, more attention should be given to providing housing for the elderly and related services/facilities.

**Citizen Participation** -- The community planning process for Pleasure Island should include increased, structured citizen participation. Organized and ad hoc citizen advisory groups should be formed representing at least the Gulf Shores, Orange Beach - Ono Island, and the Fort Morgan Road areas. These groups should be consulted/make recommendations to the city, county and utility authorities as well as the planning commission regarding area development.

**Continuing Professional Staff and Consultants** -- The intensified community planning program will require increased professional planning staffing and consultants. Many of the optimum growth actions will require indepth studies and decision-making as well as specific project design and implementation overtime.

**Revised Zoning Ordinance (Gulf Shores)** -- The zoning ordinance for the Gulf Shores should be revised to reflect desired land use changes and other community planning and development objectives of the optimum growth option. PUDs should be utilized, along with an architectural review board, as special techniques for achieving zoning-related community objectives.

**Revised Building Code** -- In addition to the interim building code revisions discussed above under short-term actions, both the city and the county should determine if a full scale review and revision of their building codes is needed in view of the destruction that resulted from Hurricane Frederic. This revision effort should be based on engineering evaluations of the appropriate *flood hazard elevation and related construction practices, determined in cooperation with the Federal Flood Insurance Administration and U. S. Corps of Engineers*. Further, it should identify the need for increased energy conservation measures as a function of construction practices, including provisions for solar and other active and passive energy efficiency measures. Once revised and adopted, however, the codes are only as good as their enforcement.

#### **LONG TERM--Second Priority**

The remaining items which have been identified as being of priority importance for the optimum growth option involves Little Lagoon pass, development around the lagoon and the designation/acquisition of additional natural areas.

**Stabilize Little Lagoon Pass** - Little Lagoon Pass on West Beach is important because it is the lagoon's natural outlet to the Gulf. The natural flushing and cleansing process of the lagoon is dependent on the Pass -- but the flow is intermittent as the lagoon level rises and falls. Potentially, the Pass also has importance as a means for small pleasure craft to move between the lagoon and the Gulf. In its natural state the Pass is unstable, often shifting its precise location as it opens and closes with its intermittent flow. This situation makes the maintenance of the pass difficult and expensive.

The Corps of Engineers should be requested to perform the necessary dredging and jetty construction works to provide for permanent stabilization of Little Lagoon Pass, cooperating

with the State Highway Department as regards the S.R. 182 bridge across the Pass. With the Pass stabilized, the natural lagoon flow/cleansing process as well as recreation boating opportunities will be enhanced. As a result residential development around the lagoon can be expected to increase. With this improvement the City of Gulf Shores should acquire the area immediately west of Little Lagoon Pass, between the Gulf and the lagoon and improve it as a public beach/park with parking, rest rooms, picnicking and boat launching facilities.

**Natural Beach Acquisition** -- Optimum growth of Pleasure Island suggests a balance between developed serviced areas and natural seashore and wildlife habitat areas. One area between the developed portion of West Beach and Fort Morgan Road has already been acquired by the Nature Conservancy for maintenance as a nature area. The Fort Morgan Historical Site is located at the western tip of Pleasure Island. In planning further development of the "island" and in developing roads and utility systems, consideration should be given to designating and acquiring additional portions of the as yet undeveloped western area of Pleasure Island for natural use.

## CHAPTER IV

### INSTITUTIONAL ARRANGEMENTS

#### CITY AND COUNTY

Special institutional arrangements at the city and county level are going to be required to overcome the disaster and rebuild the Gulf Shores/Pleasure Island area. This is especially true in view of the magnitude of the task, the many special details and agency activities which must be understood and coordinated, and the need for accomplishing the task in a timely manner.

In Chapter III the need for an intensified community planning and citizen involvement process is discussed and the concept of an island-wide service district is indicated. In addition to these community-based initiatives, a local Disaster Recovery Coordinator should be employed to manage city and county recovery activities during the next two to three years. Much technical interaction with state and federal agencies and their consultants will be necessary during this period, and local participation in this process should be guided by an experienced, professional manager.

Since the coordinator should be able to represent both city and county interests on Pleasure Island, the following organizational arrangement should be considered

- Recruit and hire an experienced manager with governmental and engineering background as the Disaster Recovery Coordinator, with city and county concurrence on selection of the individual. The city and county should work with the Office of State Planning and Federal Programs (OSP&FP) to obtain state and/or federal funding for the coordinator position.

The incumbent city administrator could be designated as liaison or assistant to the coordinator, while retaining his duties with the city, to assure maximum coordination between the recovery efforts and normal city activities.

Further coordination of the recovery effort with routine county activities in the unincorporated portion of Pleasure Island could be assured by the county designating the Disaster Recovery Coordinator as a special Assistant County Administrator for Pleasure Island. However, in this role the coordinator should have direct access to the County Commission.

- Simultaneous with the naming of a Disaster Recovery Coordinator, the previously mentioned Island-wide Service District should be formed pursuant to state law and empowered to provide the following services: water, sewer, fire protection, emergency service, garbage collection/disposal, etc.

Develop a time-phased program for providing these services over the next three years.

Name the Disaster Recovery Coordinator as the administrator of the service district either initially or as a position he could assume near the end of the recovery period.

## STATE

The Office of State Planning and Federal Programs (OSP&FP) will continue to provide overall coordination of state agency activities and assistance. OSP&FP also will be the principal source for technical assistance and assistance in locating federal funding for recovery and general community development. The Office will also provide the following additional technical services:

1. Assist with CDBG application;
2. Assist with search of all possible available federal funds;
3. Assist with hazard mitigation efforts;
4. Assist in revising zoning ordinance and building codes; providing general planning assistance to carry out the Pleasure Island/Gulf Shores Redevelopment Plan;
5. Maintain a small OSP&FP staff in Baldwin/Mobile counties to handle miscellaneous redevelopment requests;
6. Putting together for the entire area an economic readjustment strategy;
7. Provide study and technical assistance on ways to shore up the local tax base; and,
8. Provide liaison and assistance with federal and state agencies including regulatory and funding.

Individual state agencies, e.g., Highway, Conservation, Health, etc., will be responsible for recovery and redevelopment efforts within their respective program areas, coordinating with local interests and with counterpart technical and funding agencies developing roads and utility systems, consideration should be given to designating and acquiring additional portions of the as yet undeveloped western area of Pleasure Island for natural use.

## REGION

South Alabama Regional Planning Commission will provide the following technical services:

1. Serve as the central point of contact for activities and needs of a regional nature;
2. Assist OSP&FP in seeking federal funding for redevelopment projects and programs;
3. Provide, as funding becomes available, assistance in revised comprehensive plans, zoning ordinance, subdivision regulations, etc.;
4. Serve as a central source of data related to the socioeconomic, fiscal and physical characteristics of the area; and,
5. Provide assistance and guide to counties and municipalities in understanding redevelopment program opportunities.
6. Assist OSP&FP and/or develop grant proposals for federal and state funding of local projects.

APPENDICES



## APPENDIX I

### List of Local Officials and Agencies Contacted

## APPENDIX II

### Specific Actions Needed For Optimum Growth

#### Short-Term -- First Priority

- II-A Highway Reconstruction -- Gulf Shores Boulevard
- II-B Create Island-wide Service District
- II-C Electrical Service
- II-D Telephone Service
- II-E Natural Gas Service
- II-F Prepare and Adopt Interim Building Code Revisions
- II-G Revenue Base Restoration
- II-H State Park Restoration
- II-I Acquire Additional Public Beach

#### Short-Term -- Second Priority

- II-J Community Aesthetics
- II-K Industrial Development
- II-L Airport Improvement
- II-M Energy Demonstration Community
- II-N Community Image/National Exposure

#### Long-Term -- First Priority

- II-O General Community Planning & Development
- II-P Revised Zoning Ordinance
- II-Q Revised Building Code

#### Long-Term -- Second Priority

- II-R Stabilize Little Lagoon Pass
- II-S Residential & Recreational Development around Little Lagoon

## APPENDIX III

Gulf Shores Alabama Disaster Assistance Team  
American Institute of Architects (AIA)  
Agenda for Discussion

General Issues  
Specific Issues  
Conclusions

APPENDIX I

List of Local Officials and Agencies Contacted

## APPENDIX I

### Partial List of Local Officials, Agencies, and Consultants Contacted:

1. Don Pruitt and Jeff Blood - South Alabama Regional Planning Commission
2. Prentice Bughman - Baldwin County Civil Defense
3. Mixon Jones - Mayor of Gulf Shores
4. Claude O'Conner - Town Council & Myer Foundation
5. Paul Fellows - Manager of Gulf Shores Water Works
6. Doug Capps - Administrative Assistant (Gulf Shores)
7. Julian Lipscomb - Representative for Congressman Edwards
8. John Kuglar - Chief Building Inspector (Gulf Shores)
9. Cater Lee - Gulf Shores Water Works Board
10. AIA Steering Committee
11. Baldwin County Commission
12. Baldwin County Economic Recovery Council
13. Dr. Bruce Trickey - Coastal Area Board
14. Charles Carroll - Water Works Superintendent
15. Dr. Thomas Norton - Gulf Shores City Council and Water Supply Board
16. Robert Grames - Gulf Shores City Council, Water Works Board
17. Perry Hand - Consulting Engineer (Gulf Shores)
18. W. D. Hobbs - Gulf Shores City Council
19. Hugh Branyon - Gulf State Park, Superintendent
20. Milton Maddox - Gulf Shores City Council, Parks and Recreation Board,  
and Water Works Board
21. AIA Reconnaissance Team
22. AIA Team's Public Meeting
23. Congressman Jack Edwards
24. Steve Kinser - Federal Emergency Management Agency
25. Sam McKerell - Fort Morgan Peninsula Water, Sewer, and Fire  
Protection Authority
27. Earl Cross - Baldwin County EMC
28. John Snook - Gulf Telephone Company
29. Don Hansford - Federal Flood Insurance Administration
30. Sewell St. John - Riviera Utilities (Natural Gas)

### Consultants

1. Jack Ravan - Jordon, Jones and Goulding, Inc.
2. Tom Dunn - William Blount Associates

APPENDIX II

Specific Actions Needed for Optimum Growth

## Short-Term -- First Priority

### II-A HIGHWAY RECONSTRUCTION -- GULF SHORES BOULEVARD

#### Responsible Agency

The Alabama State Highway Department is the responsible agency to repair, construct and reconstruct State highways and county roads in Baldwin County.

Current Position - A short term expansion/growth - Gulf Shores Boulevard 3-lane raised to conform to existing topography Gulf State Park with emergency lane, bike trail and side walk both sides. Also proposed is a new road from S.R. 59 to S.R. 135 through the State Park to provide access to the State Park Beach Complex, beach area east of State Park and in to Florida. Other roads damaged will be repaired to pre-storm condition.

#### Other Interested Agencies

##### Coordinating

City of Gulf Shores

Baldwin County

Office of State Planning and Federal Programs

South Alabama Regional Planning Commission

Coastal Area Board

##### Funding

a. The U. S. Department of Transportation, Federal Highway Administration provides Federal funds to repair and rebuild highways and roads damaged or destroyed in disaster areas.

b. The State of Alabama would have to provide for major part of funding the proposed project.

c. Alabama State Highway 182 - improvements throughout the State Park should be coordinated with other State Park reconstruction plans.

#### Interrelationship to Other Growth-related Actions

Because the items listed below are placed within the highway right-of-way they are directly affected by any improvements or expansion of the highway.

- a. Water System Consolidation and Expansion
- b. Sanitary Waste Water Disposal
- c. Electric Service
- d. Telephone Service
- e. Gas Service

The items listed below will be affected directly or indirectly by what occurs along the highway right-of-way.

- a. Tax Base Restoration - Residential and commercial establishments will receive access from the highway and commercial uses should provide off-street parking.

b. Community Aesthetics - The manner in which the roadway is constructed and in which adjoining uses are developed, accessed, advertised (signs) and enhanced (landscaping) will either contribute to or detract from overall community attractiveness.

Recommendations for Optimum Growth

a. Redevelop Gulf Shores Boulevard as a 3 lane roadway for approximately 3 miles, beginning at the State Park entrance and extending for approximately 3 miles. This improvement should have an emergency lane, bike trails and a sidewalk on both sides of the highway.

b. Redevelop Gulf Shores Boulevard along remainder of West Beach as a 2-lane road.

c. In all of the above road improvements, the road elevation should be raised to conform to post storm elevations.

## II-B CREATE AN ISLAND-WIDE SERVICE DISTRICT

An Island-wide service district would provide water and sewer service for all of Pleasure Island. The district approach would provide for an orderly, efficient and comprehensive utility service. It would also increase the likelihood of Federal funding for system development. Further it could be empowered to provide fire protection, emergency services, garbage collection and disposal.

### Responsible Agency

The proposed Island-wide Service District once formed as provided by Law.

Current Position - Assure that the district delivers comprehensive Island-wide services.

### Other Interested Agencies

#### Coordinating

- a. The Alabama State Health Department, Environmental Health Administration (sewer, water, solid waste)
- b. The Alabama Water Improvement Commission approves all public waste water disposal facilities.
- c. Gulf Shores City Council (sewer)
- d. Gulf Shores Water Supply Board (water)
- e. Orange Beach Water, Sewer and Fire Protection Authority
- f. Fort Morgan Peninsula Water Sewer and Fire Protection Authority
- g. Baldwin County Sheriff Department
- h. Gulf Shores Police and Fire Departments
- i. Baldwin County Health Department

#### Funding

- a. The U. S. Department of Agriculture, Farmers Home Administration provides water system funding for communities of less than 10,000 population and for services in rural areas.
- b. The Environmental Protection Agency provides funds for construction of sanitary wastewater facilities.
- c. The Office of Coastal Zone Management, Coastal Energy Impact Program provides funds for construction of water and sewer facilities along the coastal areas where need is based on OCS energy impact.
- d. U. S. Department of Housing and Urban Development, Community Development Block Grant Program
- e. The Department of Commerce, Economic Development Administration,

provides grants and loans for job related commercial and industrial development. (Must be EDA designated area).

Interrelationship to Other Growth-Related Actions

Gulf Shores City Planning Commission - Plans and recommends overall growth of the city.

Gulf Shores and Baldwin County Building Codes - sets the minimum standard for new construction.

Gulf Shores Zoning Ordinance and Map - regulates land use in the city. Baldwin County Ordinance covers Flood Prone areas of the county regarding flood hazard areas.

Gulf Shores Board of Adjustments and Appeals - adjusts zoning ordinance applications in special individual cases.

Recommended Position for Optimum Growth.

Creation of an Island-wide Service District that will provide water, sewer, fire, emergency, and garbage services for all of Pleasure Island.

*Setbacks*



## II-C ELECTRICAL SERVICE

### Responsible Agency

Baldwin County Electric Membership Co-Op.

Current Positon - Restore all damage caused by Hurricane Frederic. EMC has completed the installation of the main overhead transmission lines destroyed from the Florids State line to Fort Morgan. Service hook ups will be accomplished on a work order basis as requested.

Ono Island is now under a two year work plan for Electrical Service and should be completed within this time period.

A ten year work plan exists in the EMC Summerville office and should be consulted for future planning projects.

### Other Interested Agencies

#### Coordinating

- a. Highway Department
- b. Coastal Area Board
- c. City of Gulf Shores
- d. Baldwin County
- e. State Park (Department of Conservation and Natural Resources)

#### Funding

- a. FEMA (Funding for immediate storm related repairs)
- b. Membership and connection fees
- c. Loans available through several federal programs

### Interrelationship to Other Growth-Related Actions

- a. Highway Improvements
- b. Survey by EMC shows 85% of the customers will be returning

### Recommendations for Optimum Growth

Underground service should be encouraged in the development of future commercial and residential areas, escpeially those areas in the vicinity of the Beach and other recreational areas.

## Short-Term -- First Priority

### II-D TELEPHONE SERVICE

#### Responsible Agency

Gulf Telephone Company

Current Position - Storm damages are now in the process of being repaired and should be completed sometime in the near future. This delayed the work plans for upgrading Orange Beach areas to private line service. The completion time for this project should be within the two year work plan as tentitively scheduled.

Long-term services planning will depend largely on the growth rate of the area.

#### Other Interested Agencies

##### Coordinating

- a. Highway Department
- b. City of Gulf Shores
- c. Baldwin County
- d. Coastal Area Board

##### Funding

- a. private funding
- b. loans available through several federal programs.

#### Interrelationships to Other Growth-related Actions

- a. Highway Improvements
- b. Baldwin County Electric Membership Cooperative

#### Recommendations for Optimum Growth

##### Underground Services

The practice of underground service now being used should continue in the future growth planning stages, wherever possible.

Short-Term -- First Priority

II-E NATURAL GAS SERVICE

Responsible Agency

Riviera Utilities

Current Position - The damages caused by Hurricane Frederic have been accomplished. In October 1973, Riviera Utilities was placed on a zero growth rate. Future expansion will be determined by the amount of gas allocations to Riviera Utilities.

Other Interested Agencies

Coordinating

- a. Highway Department
- b. City of Gulf Shores
- c. Baldwin County

Funding

- a. private funding
- b. loans available through several federal programs

Interrelationship to Other Growth-related Actions

- a. Highway Improvements
- b. American Oil Company (exploration drilling) in vicinity of Gulf Shores
- c. Mobile Oil Company (exploration drilling) in lower Mobile Bay
- d. The proposed water and Sewer Expansion Services

## Short-Term -- First Priority

### II-F PREPARE AND ADOPT INTERIM BUILDING CODE REVISIONS

#### Responsible Agencies

- a. City of Gulf Shores (Inspection and Building Department)
- b. Baldwin County

Current Position - The City of Gulf Shores and Baldwin County officials see the need for a more stringent building code and are now in the process of determining criterion changes that need to be made.

#### Other Interested Agencies

##### Coordinating

- a. Baldwin County Economic Recovery Council
- b. Building Industry
- c. Gulf Shores Planning Commission
- d. Baldwin County Planning Commission
- e. Coastal Area Board
- f. Office of State Planning and Federal Programs
- g. Federal Emergency Management Agency, Insurance and Mitigation Division

##### Funding

- a. Department of Housing and Urban Development, Community Development Block Grant Program
- b. Office of Coastal Zone Management, through Alabama Coastal Area Board
- c. Department of Housing and Urban Development, Comprehensive Planning Program

#### Interrelationship to Other Growth-related Actions

- a. Southern Building Code Congress International
- b. South Florida Building Code
- c. U. S. Corps of Engineers (flood elevation determination)
- d. Building and Development activity

#### Recommendations for Optimum Growth

In viewing the damages caused by the storm, it is evident that immediate revision should be made in the existing codes (city and county) in the following areas:

1. Foundation/Piling
2. Stronger Wind Load Designs
3. Hurricane Straps
4. Raise Elevation in Respect to Flood Levels and Wave Action
4. Set Back Building Line; etc.

Recognizing the fact that these immediate code revisions will not guarantee a 100% effectiveness against a future storm of equivalent or greater force than Hurricane Frederic, it will however, create a stronger building practice for those who wish to rebuild immediately. While these revisions should be made immediately, an indepth study of needed code changes should be made and acted upon in 1981. (see II-Q)

Short-Term -- First Priority

II-G REVENUE BASE RESTORATION

Responsible Agency

The City of Gulf Shores  
Baldwin County

Other Interested Agencies

Coordinating

- a. Private developers and businesses
- b. Alabama Department of Conservation and Natural Resources  
(State Park)
- c. State Highway Department
- d. Gulf Shores Industrial Board
- e. Office of State Planning and Federal Programs
- f. South Alabama Regional Planning Commission

Funding

- a. Federal Emergency Management Agency
- b. Private Lending Institutions
- c. Small Business Administration
- d. Flood Insurance Administration
- e. Economic Development Administration (Title IX)

Interrelationship to Other Growth-related Actions

- a. Utility Companies
- b. Sewer and Water
- c. Legislative decision
- d. Governor's Office

Recommendations for Optimum Growth

1. Commercial Business - It is vital that all desirable business be encouraged to rebuild as quickly as possible in order to re-establish jobs and revenue flow for the City of Gulf Shores/Pleasure Island Area.
2. New Industry - New industry should be encouraged in the Gulf Shores/Pleasure Island area to provide additional revenue which will help to balance the heavy local dependency of tourist related revenue.
3. Regional and National promotion - An economic development program for Gulf Shores/Pleasure Island is needed to encourage new industry, new business, tourism and permanent residences.

## II-H STATE PARK RESTORATION

### Responsible Agency

Alabama Department of Conservation and Natural Resources, State Parks Division is responsible for repair and restoration of damaged State Park facilities.

Current Position - To restore and reopen the State Park Complex as soon as possible.

### Other Interested Agencies

#### Coordinating

- a. Alabama State Highway Department
- b. Alabama Department of Public Health
- c. Coastal Area Board
- d. State Forestry Commission
- e. Baldwin County Economic Recovery Council
- f. U. S. Department of the Interior
- g. Alabama Development Office

#### Funding

- a. FEMA (Funding for immediate storm damage repairs)
- b. Office of Coastal Zone Management, CEIP (Expansion only)
- c. Department of the Interior, Heritage Conservation and Recreation Service.

### Interrelationship to Other Growth-Related Actions

- a. Alabama Highway Department -- reconstruction of Gulf Shores Boulevard
- b. Proposed Island-wide Service District
- c. Energy demonstration (i.e., bike trails)

### Recommendations for Optimum Growth

- a. Repair and restore damaged facilities at State Park Complex and reopen as soon as possible.
- b. Remove the temporary housing from state park campground as soon as other housing is available.
- c. Explore with other Gulf Shores/Pleasure Island groups ways to coordinate "island" redevelopment and development activities (i.e., a system of interconnected bike trails)

Short-Term -- First Priority

II-I ACQUIRE ADDITIONAL PUBLIC BEACH

Responsible Agencies

- a. The City of Gulf Shores
- b. Baldwin County
- c. Department of Conservation and Natural Resources

Other Interested Agencies

Coordinating

- a. Baldwin County
- b. Gulf Shores Planning Commission
- c. South Alabama Regional Planning Commission
- d. Coastal Area Board
- e. Meyer Foundation
- f. Office of State Planning and Federal Programs
- g. Department of Conservation and Natural Resources

Funding

- a. Private Lending Institutions
- b. HUD
- c. Economic Development Administration
- d. Department of the Interior
- e. Farmers Home Administration
- f. Federal Emergency Management Agency, Insurance and Mitigation Division
- g. Office of Coastal Zone Management, CEIP

Interrelationship to Other Growth-related Actions

- a. Community Aesthetics
- b. Tax Base Restoration
- c. Highway Department
- d. General Community Planning

Recommendations for Optimum Growth

- a. Acquiring additional Public Beach acreage is essential to future growth as a means to promote tourism and controlling the development densities fo the existing beaches. The public beach at Gulf Shores should be extended on either end and other public beach sites acquired whenever possible in the Gulf Shores/Pleasure Island Area.



II-J COMMUNITY AESTHETICS

Responsible Agencies

The Gulf Shores City Council  
Baldwin County Commission

Current Position - None identified

Other Interested Agencies

Coordinating

Alabama State Highway Department  
Gulf Shores City Planning Commission  
Baldwin County Planning Commission  
Alabama Health Department

Funding

Department of Housing and Urban Development  
Department of Transportation  
Department of Agriculture

Interrelationship to Other Growth-Related Actions

Highway Reconstruction  
State Park Restoration  
Electric Services Restoration  
Telephone Services Restoration  
Industrial Development  
Airport Improvements  
General Community Planning and Development  
Revised Zoning Ordinance  
Proposed Island-wide Service District  
Revised Building Codes  
Residential and Commercial Development around Little Lagoon  
Natural Beach Area Acquisition

Recommendations for Optimum Growth

1. Adopt and enforce local sign control ordinances.
2. Provide indigenous landscaping at key locations along streets and highways and parking lots and other public places.
3. Provide for Island-wide collection and disposal of refuse.
4. Establish architectural design standards and a local review board at least for the commercial beach resort area of Gulf Shores. Consider the following:
  - a. Community Theme and motif
  - b. Construction methods for meeting flood elevations requirements, assuring integrated access between uses and access by handicapped persons.
  - c. Landscaping
5. Develop and promote a program for encouraging reformation of sand dunes.

6. Provide for planned unit development (PUD) in the local Zoning ordinance.

## II-K INDUSTRIAL DEVELOPMENT

The industrial development activities which take place on the Pleasure Island Complex will be determined by the local residents. Planning for these industries and the utilities that will be needed to attract them will be determined by the type and location of these industries.

### Responsible Agency

The Industrial Development Board should promote the industrial park and target certain types of industry for identification and recruitment plus request assistance from the Alabama Development Office.

### Other Interested Agencies

#### Coordinating

- a. Alabama Development Office
- b. Gulf Shores Planning Commission
- c. City Board of Adjustment
- d. Baldwin County Planning Commission
- e. Baldwin Economic Recovery Council
- f. Coastal Area Board
- g. Alabama Historical Commission
- h. Alabama State Parks Division
- i. U. S. Corps of Engineers

#### Funding

Economic Development Administration  
Farmers Home Administration  
Alabama Development Office  
Federal Emergency Management Agency

### Interrelationship to Other Growth Actions

Create an island-wide Service District  
Electrical Service  
Telephone Service  
Gas Service  
Community Aesthetics

### Recommendations for Optimum Growth

1. Select target industries for identification and recruitment. These industries that are selected should be the type and kind of industry which will complement the other growth actions and improve the employment and use of the area.
2. Continue to improve the Industrial Park so that it will be attractive for various types of industrial development
3. The County should plan for and develop industrial parks near rail facilities.

Short-Term -- Second Priority

II-L AIRPORT IMPROVEMENT

Responsible Agency

Alabama Aeronautics Board

Other Interested Agencies

Coordinating

- a. U. S. Congressman Jack Edwards
- b. State Highway Department
- c. Riveria Utilities
- d. City Planning Commission
- e. City of Gulf Shores
- f. Industrial Development Board
- g. Office of State Planning and Federal Programs
- h. Legislature
- i. Department of Conservation and Natural Resources
- j. South Alabama Regional Planning Commission
- k. Gulf Shores Water Works Board
- l. Baldwin County E.M.C.
- m. Alabama Development Office
- n. Federal Aviation Administration

Funding

- a. Economic Development Administration
- b. Federal Aviation Administration

Interrelationships to Other Growth-related Actions

Gulf Shores Telephone Company

1. General Community Planning
2. Revised Land Use Plan
3. Electrical Services
4. Telephone Services
5. Industrial Development

Recommendations for Optimum Growth

Work with the Alabama Aeronautics Board to improve the airport to meet recreational, industrial and general community needs.

Short-Term -- Second Priority

II-M ENERGY DEMONSTRATION COMMUNITY

Responsible Agency

- a. Gulf Shores City Council
- b. Baldwin County

Current Position - Develop and encourage community energy demonstration project.

Other Interested Agencies

Coordinating

Baldwin County E.M.C.  
South Alabama Regional Planning Commission  
Gulf Shores Planning Commission  
Baldwin County Planning Commission  
Office of State Planning and Federal Programs  
Coastal Area Board  
Department of Conservation and Natural Resources  
Alabama Energy Management Board

Funding

- a. Office of Coastal Zone Management, CEIP
- b. Department of Energy
- c. Private Investment

Interrelationship to Other Growth-related Actions

- a. Revised building codes
- b. Industrial park development
- c. General community planning
- d. Electrical Service
- e. Natural Gas Services
- f. Community aesthetics
- g. Transportation flow and methods

Recommendations for Optimum Growth

Recognizing the fact that the coastal areas would be ideal to utilize energy conserving measures, the following suggested options would assist in accomplishing these goals:

- a. Residential solar heating and cooling
- b. Construction and/or designation of bike paths
- c. Promote community-wide energy conservation by construction of energy efficient public buildings
- d. Provide easily entry off-street parking for shoppers and tourist.

## II-N COMMUNITY IMAGE/NATIONAL EXPOSURE

### Responsible Agencies

- a. Gulf Shores City Council
- b. Gulf Shores Tourist Association
- c. Department of Conservation and Natural Resources
- d. ADO; Bureau of Publicity and Information

Current Position - The City of Gulf Shores is interested in providing a good Community Image to State residents as well as out of state tourist. The Community would like to receive more National Exposure.

### Other Interested Agencies

#### Coordinating

South Alabama Regional Planning Commission  
Baldwin County Regional Planning Commission  
Gulf State Park  
Office of State Planning and Federal Programs  
ADO; Bureau of Publicity and Information  
Private Entrepreneurs

#### Funding

Department of Housing and Community Development, Community  
Development Block Grant Program  
Private Entrepreneurs

### Interrelationships to Other Growth-Related Actions

Highway Reconstruction -- Gulf Shores Boulevard  
Tax Restoration  
State Park Restoration  
Acquire Additional Public Resort Beach  
Community Aesthetics  
General Community Planning

### Recommendations for Optimum Exposure

- a. Subscribe to National Coverage in Professional Journals and other publications.
- b. Buy Spot Ads on Out-of-State T.V. and Radio.
- c. Obtain printed data for mass distribution.

II-O GENERAL COMMUNITY PLANNING & DEVELOPMENT

Responsible Agency

The Baldwin County Commission  
The Gulf Shores City Council  
Gulf Shores Planning Commission  
Baldwin County Planning Commission  
South Alabama Regional Planning Commission

Current Position - Support pre-storm planning programs.

Other Interested Agencies

Coordinating

- a. Baldwin Economic Recovery Council
- b. Department of Conservation and Natural Resources
- c. Alabama State Highway Department
- d. Coastal Area Board
- e. Alabama Health Department
- f. Gulf Shores Board of Adjustment and Appeals
- g. Alabama Historical Commission
- h. U. S. Corps of Engineers

Funding

- a. U. S. Department of Housing and Urban Development
- b. Office of Coastal Zone Management, Section 306 and CEIP
- c. Department of Commerce, Economic Development Administration and Coastal Zone Management Programs
- d. U. S. Department of the Interior
- e. U. S. Environmental Protection Administration

Interrelationship to Other Growth-Related Actions

Every action is important in the overall planning and development process. Some, i.e., the highway and utility improvements affect other actions and the time frames in which they occur.

Recommendations for Optimum Growth

Consider forming a Pleasure Island Planning Council composed of Gulf Shores and Baldwin County representatives. The Council should spearhead citizen and local officials' involvement in such activities as determining future goals for Pleasure Island, preparing an island-wide land use and related services plan, determining the applicability of PUD developments on the beach, exploring the formation of an architectural review board and other appropriate optimum growth redevelopment objectives. Such a planning council should not necessarily replace the existing Gulf Shores or Baldwin County Planning Commissions, but should be viewed as a means of coordinating and expanding their activities in response to the redevelopment opportunity created by Hurricane Frederic. The council would make recommendations to the city, county and utility service agencies regarding the development of Pleasure Island.

II-P REVISED ZONING ORDINANCE

The devastation of the area by Hurricane Frederic and anticipated redevelopment suggested the need for revising local zoning ordinances to reflect current community development objectives.

Responsible Agencies

Gulf Shores City Council  
Bladwin County Commission

Current Position - Gulf Shores was in the process of revising its zoning ordinance prior to the Hurricane Frederic. This proposed ordinance should now be reviewed in relation to post-storm long term community development

Other Interested Agencies

Coordinating

- a. Gulf Shores City Planning Commission
- b. Baldwin County Planning Commission
- c. Gulf Shores Board of Adjustments and Appeals
- d. South Alabama Regional Planning Commission

Funding

- a. Department of Housing and Urban Development
- b. Office of Coastal Zone Management, through the Alabama Coastal Area Board

Recommendations for Optimum Growth

- a. Revise the Gulf Shores Zoning Ordinance to reflect current development objectives including PUD development in the commercial resort area of the beach.
- b. Include architectural review provisions.



## II-Q REVISED BUILDING CODES

Full revision of the City and County Building Codes should be considered based on a review of appropriate model codes, i.e., the Southern Standard Building Code and the South Florida Building Codes, etc.

The revised code should cover flood hazard areas, particularly flood elevations and construction practices, e.g., foundation methods. Also, it should reflect concern for energy efficiency including solar and other applications as well as basic energy conservation provisions.

### Responsible Agency

The City Council and County Commission should appoint a special Building Code Revision Committee coordinating with the Building Inspectors, Planning Commissions, and other agencies listed below, including especially the local building industry. This Committee should be charged with recommending a revised code for council consideration. Coordination between Gulf Shores and Baldwin County of Code revision could assist redevelopment to everyone's benefit.

Current Position - See II-F

### Other Interested Agencies

#### Coordinating

- a. Gulf Shores Building Inspector
- b. City Board of Adjustment and Appeals
- c. City Planning Commission
- d. County Planning Commission
- e. Baldwin Economic Recovery Council
- f. County Building Inspector
- g. Coastal Area Board
- h. Alabama Historical Commission
- i. Department of Conservation and Natural Resources
- j. Federal Insurance Administration
- k. U. S. Army Corps of Engineers
- l. Other groups (builders and developers)

#### Funding

- a. Housing and Urban Development, Community Development Block Grant Program to finance code revision activities
- b. Office of Coastal Zone Management through Alabama Coastal Area Board
- c. Department of Housing and Urban Development, Comprehensive Planning Program.

### Interrelationship to Other Growth-related Actions

Continued community flood insurance eligibility is directly related to the adoption and enforcement of adequate building codes, including the consistence with the flood hazard elevation. On the other hand, flood insurance availability is directly related to the

ability to obtain developmental financing for homes, businesses, and other private construction. Without such financing, extensive redevelopment and expansion of the community is not likely.

Recommendations for Optimum Growth

A more stringent building code should be adopted and enforced.

Long-Term -- Second Priority

II-R STABILIZE LITTLE LAGOON PASS

Responsible Agency

U. S. Army Corps of Engineers

Current Position -- Conducting feasibility study on stabilizing Little Lagoon Pass.

Other Interested Agencies

Coordinating

- a. Alabama State Highway Department - to repair Little Lagoon Bridge approaches
- b. Alabama State Health Department
- c. City of Gulf Shores
- d. Legislature
- e. Governor's Office
- f. Coastal Area Board
- g. Gulf Shores Planning Commission
- h. South Alabama Regional Planning Commission
- i. Alabama Water Improvement Commission
- j. Baldwin County

Interrelationship to Other Growth-related Actions

- a. Will enable maintenance of bridge and approaches
- b. Provide boating access for small pleasure craft to the Gulf.
- c. Stabilizing the pass would make the lagoon shoreline more attractive for development.
- d. Provide increased flood protection and drainage.
- e. The natural cleansing and flushing process associated with the lagoon flow would be enhanced.

Recommendations for Optimum Growth

Request the Corps of Engineers to carry out a lagoon stabilization project.

## II-S RESIDENTIAL AND RECREATIONAL DEVELOPMENT AROUND LITTLE LAGOON

With stabilization of Little Lagoon Pass increased residential and recreational development should be encouraged around the lagoon.

### Responsible Agency

Gulf Shores City Council

Current Position - Plan and encourage residential and recreational development around Little Lagoon.

### Other Interested Agencies

#### Coordinating

a. Parks and Recreation Board - develop a new city recreation area immediately west of Little Lagoon Pass on West Beach.

b. City Planning Commission

c. Coastal Area Board

d. Department of Conservation and Natural Resources - opportunity for expansion of State Park and public access to lagoon.

#### Funding

a. The U. S. Department of Interior - acquisition of recreation property.

b. The U. S. Department of Housing and Urban Development - assists communities through grants to acquire and develop recreational areas.

c. The U. S. Army Corps of Engineers - in improving Little Lagoon Pass could acquire excess property and transfer title to City for recreational use or operate public access facilities.

d. The U. S. Department of Agriculture - Farmers' Home Administration Loan and Grants for residential and recreational development.

### Interrelationship to Other Growth-Related Actions

City Planning Commission - approval of zoning ordinances  
Board of Adjustments and Appeals - approval or disapproval of zoning changes.

Alabama Historical Commission - development and expansion of facilities at Fort Morgan

### Recommendations for Optimum Growth

a. Promote, including zoning, for residential development along Little Lagoon.

b. Acquire and develop recreational facilities which will complement the residential development around Little Lagoon.

c. Insure that areas around Little Lagoon are planned for roads, utilities, etc.

II-T NATURAL BEACH AREA ACQUISITION

In the total development of the Pleasure Island complex, additional areas should be designated and acquired for Natural Beach.

Responsible Agency

U. S. Department of the Interior  
State Department of Conservation and Natural Resources

Current Position - None identified

Other Interested Agencies

Coordinating

- a. Gulf Shores City Council
- b. Baldwin County Commission
- c. Coastal Area Board
- d. Nature Conservancy
- e. Baldwin County Planning Commission
- f. Gulf Shores City Planning Commission

Funding

- a. U. S. Department of Interior
- b. U. S. Department of Transportation
- c. Coastal Zone Management Act for Coastal Energy Impact Program, Formula Grant provides grants to plan and construct public facilities.

Interrelationship to Other Growth-Related Actions

Residential and Recreational Development around Little Lagoon  
Stabilizing of Little Lagoon Pass

Recommendations for Optimum Growth

Acquire additional areas for natural beach use.

APPENDIX III

Gulf Shores Alabama Disaster Assistance Team  
American Institute of Architects (AIA)  
Agenda for Discussion

### APPENDIX III

19 NOVEMBER 1979

#### GULF SHORES ALABAMA DISASTER ASSISTANCE TEAM AMERICAN INSTITUTE OF ARCHITECTS (AIA)

##### AGENDA FOR DISCUSSION:

The AIA Disaster Assistance Team recommends the following issues as an agenda for the citizens of Gulf Shores. This agenda should be used to guide the next steps toward acquiring technical assistance for its reconstruction. This may consist of:

- a.) Developing inhouse capability at local level with State support.
- b.) Hiring a consultant(s) to undertake a coordinating role leading to implementation; or,
- c.) Requesting further AIA Disaster Assistance Teams at critical decision points in the ongoing process.

We recognize that all of the above require long term, dedicated effort from Gulf Shores citizens.

##### GENERAL ISSUES:

1. Gulf Shores must recognize that an extraordinary decision making process will be needed during the rebuilding period. Key to this is to what extent the local community develops its goals and seeks outside assistance or allows existing programs from agencies to determine available assistance.

2. Should land use laws change in Gulf Shores?
3. Should building code regulations change in Gulf Shores?
4. Can Gulf Shores become more efficient and attractive?
5. How will compensation (if any) to private property owners be handled?
6. How will disaster produced personal and family problems be dealt with?
7. Has assignment of temporary housing and re-establishment of existing neighborhood patterns been considered?
8. How can Gulf Shores expand its local financing ability?

SPECIFIC ISSUES:

1. Check out that any commercial development will qualify for Flood Plain Insurance if first floor is below +11 to +17 - verify with HUD regulations.
2. Get HUD to perform Flood Plain Evaluation Study immediately.
3. Do Handicapped Access Laws conflict with stilt structures (Item 1)? Federal assistance will require compliance for many building use types.
4. Consider Commercial/Recreational/Business/Multi-Family uses in areas where heavy damage occurred to single family structures on small lots.
5. Limit construction height on beach side of road to encourage lagoon side development (4 & 5 could provide shift in land values to encourage development.)



6. Consider boat access to Lagoon from Gulf.
7. Can Coastal Zone Management Board assist in controlling and growth and rebuilding?
8. Establish Board of Architectural Review with power from zoning (PUD Districts) to prevent non-compatible design.
9. WATER - No private well systems allowed on lots with septic systems. Study adequacy of supply system, consider looping for fire protection and pipe sizing for growth.
10. SEWER - Question non-public sewer systems on lots of less than 40,000 S.F. Consider expansion of sewage treatment system for growth. Provide lift situation along lines to protect sewer from ground water and storms.
11. BUILDING CODE - Consider additions related to Flood Plain and Hurricane Design. Also provisions for fire alarm, protection, smoke detection, etc.
12. ROAD - Raise height of road to economic and political feasibility. Support widening and rebuilding immediately, include landscaping and lighting.
13. Encourage or mandate building and repair of all buildings to be above established Flood Plain Height. Encourage filling of land (tax incentive) to facilitate rebuilding process.
14. Offer tax incentives or consider other approaches calling for landscaping and beautifying efforts to stabilize sandy areas with planting.
15. Gulf Shores to establish own long-range goals for rebuilding, not simply accept available state or federal assistance program structures.

16. Long term goal of Gulf Shores should be that its residential and commercial areas should be made as safe as possible against further hurricane and storm activity. In conjunction with this goal all public efforts should be made to aid and encourage the long term, source development of THE NON BEACH SIDE OF GULF SHORES BOULEVARD.
17. A serious study of this areas should be undertaken with a view toward the development of middle income, mid-rise housing as well as luxury housing.
18. Consider the establishment of a Community Development Corporation similar to, in goals and funding, the Gulf Shores Industrial Development Board. This CDC should purchase, assemble and hold for development, areas that have been heavily damaged and are part of the existing business district as presently zoned or in some cases may abutt the business district.
19. Hire a full time City Manager, a professional, to direct and coordinate the city's activities during the next 2 - 4 year reconstruction period.
20. The citizens of Gulf Shores should realize that a unique opportunity has been presented as a result of Hurricane Frederic. The short-range and short-sighted Grandfathering of non-conforming uses and aiding and abetting placement of residential structures in areas designated for future business expansion will seriously limit the advantages that could accrue to the community as a result of the hurricane.

CONCLUSION: The farther from 12 September 1979 action and decisions are deferred, the harder it will be to rebuild Gulf Shores.

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